E. C. No. 679

ESTIMATES COMMITTEE (1970-71)

(FOURTH LOK SABHA)

HUNDRED AND THIRTY-FIRST REPORT

MINISTRY OF FINANCE

Transfer of Budget Provision for certain items of expenditure

LOK SABHA SECRETARIAT
NEW DELHI

December, 1970/Agrahayan, 1892 (Saka)
Price : Re. 0·40 N.P.

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2916 (Aii) LS—1.

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(1970-71)

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*Expired on 29th November, 1970.

INTRODUCTION

I, having been authorised by the Estimates Committee (1970-71) to submit the Report on their behalf, present this Hundred and Thirty-first Report on the Ministry of Finance—Transfer of budget provision for certain items of expenditure.

2. The Estimates Committee took evidence of the representatives of the Ministries of Finance and Defence on the 17th November, 1970. The Committee wish to express their thanks to the Secretary and other officers of the Ministry of Finance and the officers of the Ministry of Defence for placing before them the Material and information they wanted in connection with the examination of the estimates.

3. The Report was considered and adopted by the Estimates Committee on the 2nd December, 1970 with the undersigned in the Chair, having been elected under Rule 258(3) of the Rules of Procedure and Conduct of Business in Lok Sabha for that sitting. I was authorised by the Committee under proviso to Rule 277(3) of the Rules of Procedure and Conduct of Business in Lok Sabha to sign and present this Report on their behalf.

4. A statement showing the analysis of the recommendations contained in the Report is also appended to the Report (Appendix III).

NEW DELHI;
December 7, 1970.
Agrahayan, 16, 1892 (S).

K. N. TEWARI,
Acting Chairman,
Estimates Committee.

REPORT

INTRODUCTORY

The Ministry of Finance (Department of Economic Affairs) *vide* their O.M. No. F.1(15)-B|69, dated the 24th October, 1970 (Appendix I) have forwarded a 'Note for the Estimates Committee' (Appendix II) regarding transfer of Budget Provision for certain items of expenditure from the Defence Estimates to Civil Estimates and have sought the approval of the Estimates Committee to the proposals contained therein. The Note is stated to have been seen and concurred in by the Comptroller and Auditor General of India.

1.2. In their note, the Ministry of Finance have submitted the following two proposals:

(a) The expenditure on Defence Accounts Department at present met from the Defence Budget should as from 1971-72 be met from the Civil Budget and provided for in the Demand for Grant 'Ministry of Finance' under the administrative control of Ministry of Finance and accounted for under the Major Head '19-General Administration'.

(b) The expenditure on investment in share capital of Defence Public Sector Undertakings at present met from the Defence Budget should as from 1971-72 be met from Civil Budget and provided for in a separate demand 'Other Capital Outlay of the Ministry of Defence' under the Major Head '96-Capital Outlay on Industrial and Economic Development' under the administrative control of the Ministry of Defence.

1.3. A sitting of the Estimates Committee was held on the 17th November, 1970, at which the evidence of the Secretary (Expenditure) Ministry of Finance, Additional Financial Adviser, Ministry of Finance (Defence Division) and the Additional Secretary, Ministry of Defence, was taken and the official witnesses asked to elucidate and clarify certain points mentioned in the Note.

(a) The Defence Accounts Department

1.4. As regards the first proposal relating to the Defence Accounts Department, it has been stated in the Note that although that Department is under the administrative control of the Ministry of Finance (Defence), yet under the present arrangement, the budget

provision therefor is made in the Demands for Grants presented to Parliament by the Ministry of Defence. It has been pointed out that this arrangement is somewhat anomalous and it would be more appropriate if the expenditure on this Organisation is provided for in the Demands for Grants presented to Parliament by the Ministry of Finance, the administrative Ministry concerned. It is stated that this change will be in line with the procedure obtaining in the case of other Ministries.

1.5. Notwithstanding the change contemplated above, it has been decided that the privileges and facilities presently made available to the Defence Accounts Department and its employees from out of the resources of the Defence Services should be continued to ensure continued efficient functioning of the Defence Accounts Department and that no financial adjustments between Civil and Defence Services need be made on this account.

1.6. Budget provision made in respect of the Defence Accounts Department in the Defence Services Estimates for 1970-71 is Rs. 12.71 crores (Gross) with an estimated recovery of Rs. 40 lakhs as per details given in para (i) (d) of the Note at Appendix II. This amount does not exhibit non-effective charges of Defence Accounts Department's personnel, which, at present, is included as a part of overall non-effective demands of Defence Services Estimates, but the intention is to transfer non-effective charges of Defence Accounts Department also to the Civil Estimates in due course.

1.7. During evidence, the Secretary (Expenditure), Ministry of Finance stated that in the light of practice followed in some other countries it was proposed to include expenditure on Defence Accounts Department and investment on the share capital of the public undertakings in the Defence Department in the Civil Estimates. This was one additional reason why it was considered to make the change. When asked whether the Ministry of Defence had been consulted regarding the proposed changes, he replied that in fact the suggestions had emanated from that Ministry. In a written note furnished to the Committee, it has been stated that proposals were first initiated in January, 1969 and the final concurrence of Comptroller & Auditor General obtained on 6th October, 1970. The Ministry of Defence were associated and consulted all along and they have concurred in the proposal.

1.8. Asked as to why the proposed changes which were in accordance with the normal budgeting practice in some other countries and also in conformity with the procedure followed in respect of other Ministries had not been thought of earlier, the Secretary, Ministry of Finance, stated:

> "It seems this practice is followed since the very inception of the Defence Department. As you know once a practice

continues, it continues unless somebody thinks about it. * * * * This practice has continued since the inception of the Defence Department.. as early as 1846 or something like that. And this practice has continued although it is not in accordance with either the budgetary procedures or in the interest of the country showing higher Defence Budget than what it actually is".

1.9. When further questioned as to whether it was due to a slip that Government did not move in the matter so far. the witness replied: "I would call it inertia, Sir.".

1.10. He also stated:

"Although the budget provision in respect of the expenditure on Defence Accounts Organization will be transferred to the Finance Ministry, it will not make any difference to the various facilities available now from the Defence Services. If we were to find accommodation, or transport or stationery for them, then we shall have to make some special arrangements which will be out of proportion to the cost on these items. Therefore, the Defence Ministry has agreed to continue to provide for such things, like accommodation, supply of stationery, transport etc. For example, an officer may be sitting in one of the defence organizations, he will be given one office room. Now it will be too much to calculate the rent of that room and charge to the Finance Ministry. Similarly for stationery, a few rupees will have to be transferred. Suppose one has to go and do some office work and he is provided a transport, now it would be too much to expect that that small amount be charged to the Finance Ministry".

1.11. The representative of the Ministry of Defence added:

"....So this arrangement on practical considerations will not be disturbed. In other words, the Defence Ministry are not insisting on an inter-Departmental adjustment in respect of these facilities, which the Defence Ministry consider is not worthwhile to make adjustments with Finance Ministry, because they, more or less, live the same life, live together; any other arrangement will be very costly and it is quite unnecessary".

When it was suggested that the Defence Ministry could, at a later date, deny such facilities and say that there are no budget provisions, the representative of the Finance Ministry stated:

"We always provide a government backing for things like this. This arrangement has been agreed to at the level

of Secretaries of both the Ministries. We shall obtain the orders of the Defence Minister and the Finance Minister".

1.12. Regarding transfer of non-effective charges in respect of the staff of the Defence Accounts Department, Secretary (Expenditure) stated that it was a logical conclusion of the decision to transfer the budget of the Defence Accounts Department to the Ministry of Finance. This would come to about Rs. 56 lakhs. The Additional Secretary, Ministry of Defence, added:

"The Controller of Defence Accounts (Pension) will make arrangement to isolate the pensioners who are Defence Accounts Department pensioners. The payments to them will be shown separately under this head and the Controller of Defence Accounts (Pension) will send it to the Civil Accountant General who will be responsible for final adjustment."

1.13. The Committee desired to know whether the question of introducing Pay and Accounts Office in the Ministry of Defence itself, as had been done in the case of other Ministries like Ministry of Supply, Department of Food, etc., has been considered and, if so, with what results. The Secretary, Ministry of Finance stated:

"At the moment, these Defence Accounts Department Officers function not only as Pay and Accounts Officers, but they also function as Financial Advisers and they also carry out local audit of the Defence Department. We have now an integrated system in which all the three functions are carried out by the Defence Accounts Department. One is the pay and accounts work, second is financial advice and the third is internal and local audit. Now to separate Pay and Accounts Office will mean a division which will cost quite a good deal of expenditure, because instead of one officer to perform all the three functions, you will have then two officers for the same function. We are satisfied that this integrated system is a much better system than this division of functions between the Pay and Accounts Officers and the Financial Adviser and the local auditor. We do not see any reason as to why such a change should be made, especially when it will mean extra expenditure".

(b) **Investment in Share Capital of Defence Public Sector Undertakings**

1.14. With regard to the second proposal, it has been stated in the note that at present budget provision pertaining to the amounts proposed to be invested in the share capital of Public Sector Undertakings under the control of the Department of Defence Production,

is made under the demand 'Defence Capital Outlay' presented to Parliament by the Ministry of Defence and accounted for under the Major Head of account '130-*Defence Capital Outlay*'. This practice, it is pointed out, is not in conformity with that obtaining in respect of other Ministries. In respect of other Ministries, provisions for equity investment are included in the capital outlay of that Ministry and adjusted in accounts under the Major Head '96-Capital Outlay on Industrial and Economic Development'. This is also said to be the procedure followed for the Department of Communications. Thus, the proposed transfer will be falling in line with the procedure applicable to public undertakings in all other Ministries.

1.15. Consequently, budget provision on this account will be included under a new demand 'Other Capital Outlay of the Ministry of Defence' and adjusted in accounts under the Major Head '96-Capital Outlay on Industrial and Economic Development'. The Demands for Grants to cover this expenditure will be presented to Parliament on behalf of the Ministry of Defence by including it in the Civil Estimates.

1.16. The amount provided during 1970-71 in grant No. 105—Defence Capital Outlay on this account is Rs. 5.94 crores.

1.17. During evidence, the representative of the Ministry of Finance further elucidated as follows:—

> "So far as the demand for the share capital contribution to the public sector undertakings is concerned, normally, we show all that under one head-96 Capital Outlay on Industrial and Economic Development but under this Head the demands are shown separately for each Ministry. So, this will also be shown under that Capital Head under the Defence Ministry. Every Ministry's demand is shown under this omnibus budget head and the Ministry of Defence's demand will also be shown like that, but not in the defence budget."

1.18. The representative of the Defence Ministry added:

> "I may again point out that it is a limited question of showing equity capital of these defence public sector undertakings in the budget. Barring that there is no other effect. In fact, it does not affect in any way either the control or the accountability of the Defence Ministry for these projects or any other thing. It is a composite unit in which all the Ministry's undertakings as such are shown. * * * * *It is a formal change. When the budget is discussed and when questions are asked, they will be answered only by the Defence Minister. It is he who will defend them".

1.19. In reply to a question whether this change is being made to ensure more autonomy or indepedence in the functioning of these undertakings, the representative of the Ministry of Finance explained the position as follows:—

> "There will be no change in the autonomy, because it is enjoyed by all the undertakings irrespective of the fact whether they are under the Civil Ministries or the Defence Ministry. This change will not make any difference. * * * * * The main thing is that all the demands for share capital contribution to the undertakings under the various Ministries are shown under one capital head, so that the Parliament will be able to know from one head as to what are the demands which have been made for the various public sector undertakings".

Conclusion

1.20. The Committee agree to the proposals regarding transfer of Budget Provision for certain items of expenditure from the Defence Estimates to Civil Estimates as embodied in the Note for the Estimates Committee—Appendix—II. They, however, feel that Government should not have taken so much time in effecting the change which was long overdue.

1.21. The Committee note that the intention of the Government is to transfer non-effective charges of Defence Accounts Department also to the Civil Estimates in due course. They would like to express the hope that in the process of the change-over and as a result of the change in the arrangement, the personnel concerned e.g. **pensioners are not put to any inconvenience.**

NEW DELHI;
December 7, 1970.
Agrahayana 16, 1892 (S).

K. N. TEWARI,
Acting Chairman,
Estimates Committee.

SECRET

IMMEDIATE

APPENDIX I

No. F. 1(15)-B|69

MINISTRY OF FINANCE

(DEPARTMENT OF ECONOMIC AFFAIRS)

New Delhi, the 24th October, 1970.

OFFICE MEMORANDUM

SUBJECT:—*Transfer of Budget Provision for certain items of expenditure from the Defence Estimates to Civil Estimates.*

The undersigned is directed to forward herewith 40 copies of the Note for the Estimates Committee on the subject indicated above for immediate necessary action. The proposals embodied in the enclosed note, which has been seen and concurred in by the Comptroller and Auditor General of India, are for the approval of the Estimates Committee. 40 copies of the Hindi version of the above note are also enclosed.

Sd|- G. H. BIJLANI,
Under Secretary to the Govt. of India.
374132

To

The Lok Sabha Sectt.,
Estimates Committee Branch.

SECRET

IMMEDIATE

APPENDIX II

No. F. 1(15)-B|69

MINISTRY OF FINANCE

(DEPARTMENT OF ECONOMIC AFFAIRS)

New Delhi, the 23rd Oct. 1970.

NOTE FOR THE ESTIMATES COMMITTEE

SUBJECT: *Transfer of Budget Provision for certain items of expenditure from the Defence Estimates to Civil Estimates.*

At present Budget provision in respect of the expenditure on Defence Accounts Organisation and investment in the share capital outlay of Defence Public Sector Undertakings (Industrial and other Organisations) are made in the Defence Service Estimates. For the reasons stated below, the question of transfer of these items from the Defence Estimates to Civil Estimates has been under consideration of the Government in consultation with Comptroller & Auditor General of India.

(i) *The Defence Accounts Department*

(a) The head of the Defence Accounts Department *viz.* Controller General of Defence Accounts, functions under the administrative control of the Ministry of Finance (Defence). The Defence Accounts Department is entrusted with the responsibility of maintenance of the pay accounts of commissioned officers and other ranks, internal audit, payment and accounting of all charges pertaining to the Armed Forces including bills for supplies and services rendered, pay and allowances, miscellaneous charges, pensions etc., maintenance of certain accounts relating to the Military Engineer Services, audit of construction and other accounts relating to works projects kept by the services, keeping of Store and manufacturing accounts of Ordnance Factories and the Naval Dockyard, maintenance of Provident Fund Accounts of service and civilian personnel centrally, preparation of the All India Consolidated compilation of Defence Services Receipts and Charges on a mechanised system etc.

(b) Under the present arrangement, the budget provision in respect of the Defence Accounts Department is provided in the Demands for Grants presented to the Parliament by the Ministry of Defence inspite of the fact that the Defence Accounts Department is under the administrative control of Ministry of Finance (Defence). This arrangement was somewhat anomalous and it would be more appropriate if the expenditure on this organisation is made in the Demands

for Grants presented to Parliament by the Ministry of Finance, the administrative Ministry concerned so that they will obtain from and be responsible to the Parliament for the Grant to cover this expenditure. This change will be in line with the procedure obtained in the case of other Ministries. Consequently, the budget provision on this account will be included in the Demand 'Ministry of Finance' and adjusted in accounts under the Major Head '19-General Administration'.

(c) It has also been decided that the privileges and facilities *e.g.* accommodation, supply of forms transport on duty etc. presently made available to the organisation and its employees from out of the resources of the Defence Services should be continued to ensure continued efficient functioning of the Defence Accounts Department and that no financial adjustments between Civil and Defence Services need be made on this account in consideration of the considerable effort and increased paper work involved in such adjustment without any commensurate advantage. This will also necessitate transfer of pensionary charges of D.A.D. personnel included in the Non-effective demand under Defence Services Estimates and will be brought into effect subsequently after segregation of Defence Accounts Department pensionary charges.

(d) Budget provision made in respect of the Defence Accounts Department in the Defence Services Estimates for 1970-71 is Rs. 12.71 crores (Gross), with an estimated recovery of Rs. 40 lakhs as per details below.

(This does not exhibit non-effective charges of Defence Accounts Department personnel which at present is included as a part of over all non-effective demands of Defence Services Estimates. The intention is to transfer non-effective charges of Defence Accounts Department also to Civil Estimates).

(In lakhs of Rupees)

Demand No. and Sub-heads	B.E. 1970-71
Grant No. 2—Defence Services Effective Army	
(3) Pay and Allowances of civilians employed with or for the Army—I. Defence Accounts Offices	1047.85
(4) Transportation—(a) Travelling and outstation allowances—Defence Accounts Department	19.70
(5) Miscellaneous—B—Miscellaneous—	
(a) Unit Allowances and other Miscellaneous Expenses—Defence Accounts Offices	91.57
Total:	1159.12

(In lakhs of Rupees)

Grant No. 3. Defence Service Effective-Navy

C. Pay and Allowances of Civilians—	
(b) Defence Accounts Department	30.15
D. Transportation—	
(5) Travelling Charges of Defence Accounts staff	0.70
E. Miscellaneous—(a) (9) Defence Accounts Offices	0.90
Total:	31.75

Grant No. 4—Defence Services—Effective-Air Force

C. Pay and Allowances of Civilians—	
(c) Defence Accounts Offices	73.00
D. Transportation—	
(a) Travelling and outstation Allowances (2) Defence Accounts Staff	3.60
E. Miscellaneous—(a) (i) (5) Defence Accounts Offices	3.10
	79.70
Grand Total:	12,70,57

Grant No. 2—Defence Services Effective Army Recoveries-Deduct credits for Services rendered to other Departments etc.	40.00

(ii) *Investment in share capital of Defence Public Sector Undertakings.*

(a) At present, budget provision pertaining to the amounts proposed to be invested in the share capital of Public Sector Undertakings (i.e. Hindustan Aeronautics Limited, Mazagon Dock Limited, Praga Tools Ltd. etc.) under the control of the Department of Defence Production is made under the demand 'Defence Capital Outlay' presented to the Parliament by the Ministry of Defence and accounted for under the Major Head of account '130-Defence Capital Outlay'. This practice is not in conformity with that obtained in respect of other Ministries. In respect of other Ministries the provision for equity investment are included in the capital outlay of that Ministry and adjusted in accounts under the Major Head '96-Capital Outlay on Industrial and Economic Development'. This is also the procedure followed on P & T side e.g. the equity investment in Indian Telephone Industries and Hindustan Cables was not included in the demand 'Capital Outlay on P&T' but in the demand 'Other Capital Outlay of the Department of Communications', the Major Head of Ac-

count being '96-Capital outlay on Industrial and Economic Development' and not the Major Head '134-Capital Outlay on Posts & Telegraphs'.

(b) The provision for the grant of loans to Defence Public Sector Undertakings is also provided under the Civil Estimates in the Demand 'Loans and Advances by the Central Government' controlled by the Ministry of Finance.

(c) In view of the above, the proposed transfer will be falling in line with the procedure applicable to Public Undertakings in all other Ministries.

(d) Consequent to the above transfer, budget provision on this account will be included under a new demand 'Other Capital Outlay of the Ministry of Defence' and adjusted in accounts under the Major Head '96-Capital Outlay on Industrial and Economic Development'. As these undertakings are administered by the Ministry of Defence, the demand for Grant to cover this expenditure will be presented to Parliament on behalf of the Ministry of Defence by including it in the Civil demands. However, provision for payment for the products of the Defence Public Sector Undertakings procured for Defence purposes will continue to be made in the Defence Demands as is the present practice.

The amount provided during 1970-71 in Grant No. 105-Defence Capital Outlay on this account is Rs. 5.94 crores.

The Dividends received from the Defence Public Sector Undertakings will be accounted for under the receipt Major Head 'LVIII Dividends etc. from Commercial and other Undertakings'.

2. Summarising, the proposals are:

(i) The expenditure on Defence Accounts Department at present met from the Defence Budget should from 1971-72 be met from Civil Budget and provided for in the demand for Grant 'Ministry of Finance' under the administrative control of Ministry of Finance and accounted for under the Major Head '19-General Administration.

(ii) The expenditure on investment in share capital of Defence Public Sector Undertakings at present met from the Defence Budget, should from 1971-72 be met from Civil Budget and provided for in a separate demand 'Other Capital Outlay of the Ministry of Defence' under the Major Head '96-Capital Outlay on Industrial and Economic Development' under the administrative control of the Ministry of Defence.

3. The proposals embodied in this note, which has been seen and concurred in by the Comptroller and Auditor General of India, are

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for the approval of the Estimates Committee. An immediate decision is requested so that necessary action could be taken to present the demands for grants for the year 1971-72 after incorporating the above changes.

Sd|- B. MAITHREYAN,
Joint Secretary to the Government of India.

To

The Chairman and Members of the
Estimates Committee.

APPENDIX III

Summary of Recommendations/Conclusions contained in the Report

S.No.	Reference to para No. of the Report	Summary of Recommendations/ Conclusions
1	1·20	The Committee agree to the proposals regarding transfer of Budget Provision for certain items of expenditure from the Defence Estimates to Civil Estimates as embodied in the Note for the Estimates Committee—Appendix II. They, however, feel that Government should not have taken so much time in effecting the change which was long overdue.
2	1·21	The Committee note that the intention of the Government is to transfer non-effective charges of Defence Accounts Department also to the Civil Estimates in due course. They would like to express the hope that in the process of the change-over and as a result of the change in the arrangement, the personnel concerned *e.g.* pensioners are not put to any inconvenience.

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PUBLISHED UNDER RULE 382 OF THE RULES OF PROCEDURE AND CONDUCT OF BUSINESS IN LOK SABHA (FIFTH EDITION) AND PRINTED BY THE GENERAL MANAGER, GOVERNMENT OF INDIA PRESS, MINTO ROAD, NEW DELHI.